



FREDERICK COUNTY PLANNING COMMISSION

September 9, 2015

TITLE: **Beckley's Camping Center: RV Storage Facility**

FILE NUMBER: **SP-98-33, AP 14573, APFO 14575, FRO 14576**

REQUEST: **Site Development Plan and APFO Approval**
The Applicant is requesting site development plan and adequate public facilities approval for construction of a 229 space RV storage facility to include a 5,000 square foot maintenance structure and caretaker residence, on a 7.90 acre portion of a 29.55-acre site.

PROJECT INFORMATION:

ADDRESS/LOCATION: 11127 Leatherman Road, south of Angleberger Road
TAX MAP/PARCEL: Tax Map 40, Parcel 164
COMP. PLAN: Rural Community
ZONING: Agricultural
PLANNING REGION: Frederick
WATER/SEWER: W-NPS/S-NPS

APPLICANT/REPRESENTATIVES:

APPLICANT: Becklong, LLC.
OWNER: Becklong, LLC.
ENGINEER: B&R Design Group
ARCHITECT: N/A
ATTORNEY: N/A

STAFF: Tolson DeSa, Principal Planner II

RECOMMENDATION:

Conditional Approval

ATTACHMENTS:

Exhibit 1-Site Plan Rendering
Exhibit 2 – Alternate Landscape Plan Justification
Exhibit 3-Letter of Understanding (LOU)

STAFF REPORT

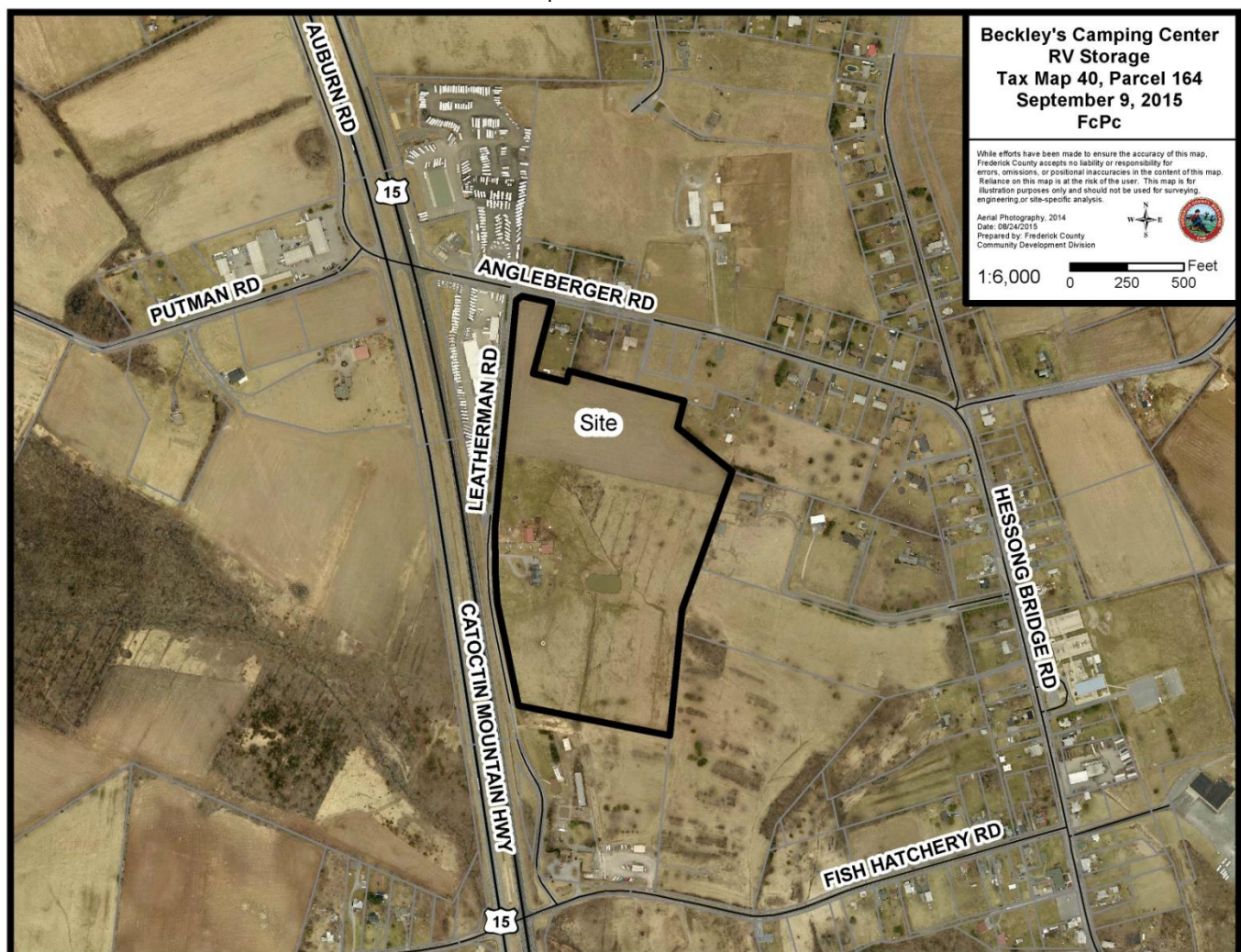
ISSUE

Development Request

The Applicant is requesting site development plan and adequate public facilities approval for construction of a 229 space recreational vehicle (RV) storage facility to include a 5,000 square foot maintenance structure and caretaker residence, on a 7.90 acre portion of a 29.55-acre site. The proposed use is being reviewed as "Recreational vehicle storage facility" with a "Caretaker Residence in conjunction with a permitted use" under the heading of *Automobile and Related Services and Residential Uses* per §1-19-5.310 Use Table in the Zoning Ordinance. The proposed RV Storage Facility is a principal permitted use with special exception approval in the Agricultural Zoning District subject to site development plan approval. The Caretaker Residence is a permitted use in conjunction with a permitted use in the Agricultural Zoning District subject to site development plan approval.

The proposed 229 RV storage spaces will be constructed under Phase 1. The 5,000 square foot building and its associated parking will be constructed under Phase 2. Phase 2 will allow the Owner to process the vehicles at the storage facility instead of the maintenance-repair facility located to the north of Angleberger Road. See Graphic #1.

Graphic #1: Site Aerial



BACKGROUND

Development History of Beckley's Camping Center, north of Angleberger Road.

A site plan for the company headquarters, located north of Angleberger Road received site development plan, Adequate Public Facilities (APFO) and Forest Resource Ordinance (FRO) approvals for a 9,000 square foot one-story RV maintenance center with 42 parking spaces (SP-98-33), from the Frederick County Planning Commission (FCPC) on December 9, 1998.

In March of 2001, a 1,500 square foot building addition was approved (SP-98-33).

On June 8, 2011, the FCPC conditionally approved a 50' x 60' ft building for future RV sales and service. The Applicant also proposed an additional parking area for RV storage and repair. In addition, the site plan proposed a 12 space parking area to the north of the existing sales and service building for additional employee parking.

The Site Plan was broken down into two phases.
Phase One consisted of the following:

- A 50-space RV Repair parking area composed of asphalt milling
 - This area is currently being used for parking and storage of RV's that are in various stages of repair and service
- A 53-space RV Parking and storage area composed of asphalt paving
 - This area is currently being used for customer parking and parking for RV's coming into the site for sales and service functions
- A 12-space employee parking area

Phase Two consisted of the following:

- Construction of one 50' x 60' sales and service building. This construction will cause the removal of 4 RV parking spaces on site. To date Phase 2 has not been constructed.

On July 10, 2013, the Applicant received site development plan and APFO approval to expand the existing RV Sales and Service Center by constructing 100 RV parking spaces on 3.43 acres of the 9.82-acre site.

The most northern 3.43 acre portion of the site was rezoned from Agricultural to General Commercial as part of the Comprehensive rezoning in 2011/2012, specifically as rezoning case 11-FR-36. The previously approved 100 RV parking spaces will be located in the newly rezoned General Commercial portion of the site.

As provided in section 1-19-8.344 of the special exception criteria within the Zoning Ordinance, "A recreational vehicle storage facility shall be permitted only on a parcel that is adjacent to or adjoining a parcel on which a conforming recreational vehicle sales and service center is located..." The existing Beckley's Camping Center on the north side of Angleberger Road fulfills this requirement.

Zoning Text Amendment

Zoning Text Amendment ZT-13-02 was approved by the Board of County Commissioners on October 31, 2013 and it went into effect on November 10, 2013 (Ordinance 13-25-653). The amendment added RV Storage Facility to the Use Table in section 1-19-5.310 as a principal permitted use as a special exception with site development plan approval in the Agricultural zoning district. In addition, Special Exception criteria were added as section 1-19.8.344 in the Zoning Ordinance.

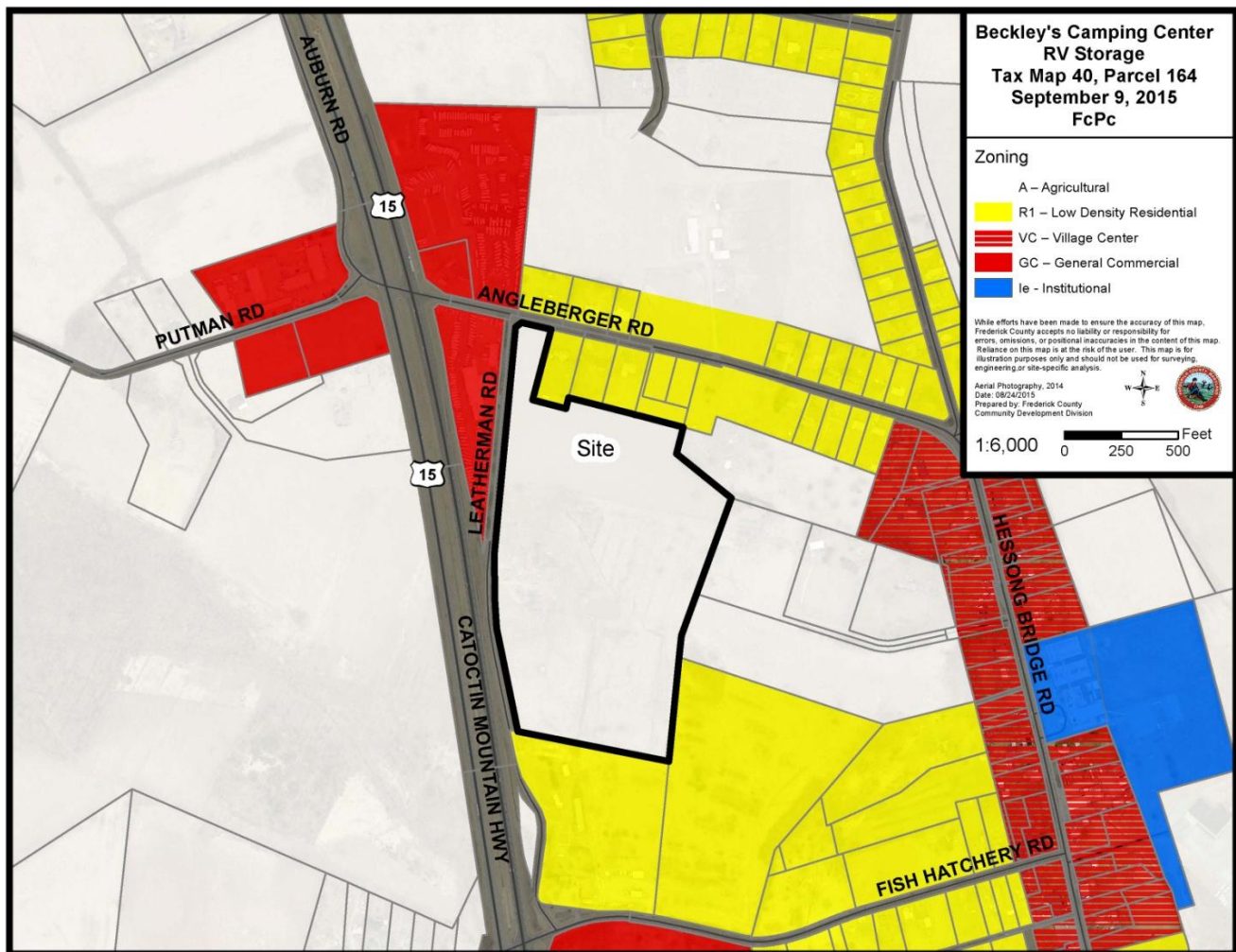
Board of Appeals

On February 27, 2014, the Board of Zoning Appeals (BOA) approved RV storage on approximately 8 acres of the subject site within the Agricultural Zoning District in accordance with ZO §1-19-8.344. The BOA approval allows for up to 296 RV storage spaces as well as a 5,000 square foot accessory building for maintenance of the RV's stored on site. The BOA findings and decision letter is shown on Sheet 4 of 5 of the site plan. The subject site plan conforms to the BOA findings and decisions.

Existing Site Characteristics

The site is currently zoned Agricultural, and is utilized as agricultural land with an existing 1910 farmhouse and barns. The properties immediately to the north of the site are developed with single family detached residences; the land to the west is developed with a portion of the Beckley's RV Sales and Service business, the properties to the south are zoned R-1 and are comprised of a boat service business and vacant lots. See Graphic #2 below.

Graphic #2: Zoning Map



ANALYSIS

Summary of Development Standards Findings and Conclusions

The principal issues associated with the overall design of this site were avoiding the sensitive environmental features on site, as well as providing a substantial landscaped buffer to the north of the subject site in-between the storage area and the existing residential properties along Angleberger Road.

Detailed Analysis of Findings and Conclusions

Site Development Plan Approval shall be granted based upon the criteria found in §1-19-3.300.4 Site Plan Review Approval Criteria of the Frederick County zoning ordinance.

Site Development §1-19-3.300.4 (A): *Existing and anticipated surrounding land uses have been adequately considered in the design of the development and negative impacts have been minimized through such means as building placement or scale, landscaping, or screening, and an evaluation of lighting. Anticipated surrounding uses shall be determined based upon existing zoning and land use designations.*

Findings/Conclusions

- 1. Dimensional Requirements/Bulk Standards for a Recreational Vehicle Storage Facility in the Agricultural Zoning District. §1-19-8.344:** Section 1-19-8.334 of the Zoning Ordinance stipulates minimum setback requirements for activities and structures associated with the proposed RV Storage Facility. Maintenance activities (including equipment and supplies) shall be conducted at least 100' from residential dwellings on adjacent properties. All other activities shall maintain a minimum setback of 50' from all property lines and all structures shall be setback a minimum of 50' from property lines. The code also provides for a maximum height of 30 feet.. The proposed maintenance building is setback 100' feet from adjacent residential property lines, all other activities are setback a minimum of 50' from property lines and no other structures are proposed at this time. The Caretaker Residence is existing, and no changes are proposed to the structure as part of this development application. Therefore, the proposed plan meets the Bulk/Dimensional requirements of the Zoning Ordinance.
- 2. Signage §1-19-6.300:** The maximum signage allowed for the site is 79 square feet as document in Site Plan Note 26. However, the Applicant is not proposing additional signage as part of this application.
- 3. Landscaping §1-19-6.400:** The Applicant has worked with Staff in order to propose a landscape plan that buffers/screens the adjacent residential properties to the north from the proposed facility. The Applicant has requested approval of an alternate landscape plan (see Exhibit 2) that concentrates on-site landscaping along the north property boundary. Due to potential conflicts with RV maneuverability on-site, the Applicant has not proposed landscaping within the parking area. Due to the rural non-linear nature of landscaping with the Agricultural zone, the required number of street trees has been provided within the northern buffer area rather than in a linear fashion adjacent to Leatherman Road. The Zoning Ordinance requires 20 street trees along the subject portion of Leatherman Road; the Applicant has proposed a 50' wide landscaping buffer containing 456 native deciduous and evergreen overstory and understory species to the north of the site. The alternate landscape plan follows the standard sizes that have been approved by the Planning Commission and meets the intent of the buffering and screening requirements of the zoning ordinance.
- 4. Lighting §1-19-6.500:** The Applicant has submitted a lighting plan in accordance with the requirements listed within Z.O. §1-19-6.500. The Applicant is proposing to add 18, 18' light poles throughout the site. The Applicant has noted on the plan that lighting will not exceed 0.5 ft/candles at the periphery of the site and lighting will be directional onto the site through the use of shielding and lighting orientation. The Applicant has proffered to step back the level of lighting based on dusk to dawn time tables. Lighting facing the adjacent residents will be fully shielded and directed toward the ground in order to reduce any light disturbance.

Transportation and Parking §1-19-3.300.4 (B): *The transportation system and parking areas are adequate to serve the proposed use in addition to existing uses by providing safe and efficient circulation, and design consideration that maximizes connections with surrounding land uses and accommodates public transit facilities. Evaluation factors include: on-street parking impacts, off-street*

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parking and loading design, access location and design, vehicular, bicycle, and pedestrian circulation and safety, and existing or planned transit facilities.

Findings/Conclusions

1. **Access/Circulation:** Access is proposed via two existing 29' and 35' access points onto Leatherman Road.
2. **Connectivity §1-19-6.220 (F):** Due to the rural nature of the site and existing surrounding development uses/patterns there is no connection to adjacent parcels existing or proposed as part of this site plan. The overall site has an internal circular flow that provides for ease of movement for large vehicles.
3. **Public Transit:** This site is not served by Transit.
4. **Vehicle Parking and Loading §1-19-6.200-through 1-19-6.220:**
 - a. **Parking:** There is no required parking for the proposed RV storage spaces described as Phase 1. Phase 2 requires 2 parking spaces for every service bay plus 1.5 spaces per employee; therefore the 5,000 square foot maintenance building is required to provide 2 parking spaces, plus 1 ADA accessible parking space, for a total of 3 parking spaces. The caretaker's residence requires 2 parking spaces, and is in compliance with this requirement. The Applicant has complied with the requirements of Z.O. § 1-19-6.220.
 - b. **Loading:** The Applicant is required by Zoning Ordinance to provide one 12'x50' loading space; the Applicant has complied with this requirement and located the loading space to the north of the proposed Phase 2 maintenance building.
5. **Bicycle Parking §1-19-6.220 (H):** Bicycle parking is not required as part of this land development application.
6. **Pedestrian Circulation and Safety §1-19-6.220 (G):** The site is a place of business which caters to long term storage of recreational vehicles, therefore significant pedestrian movement throughout the site is not expected. There are sufficient parking spaces adjacent to the main public office, which provide safe accommodations for patrons of the business as well as ADA accessible access.

Public Utilities §1-19-3.300.4 (C): *Where the proposed development will be served by publicly owned community water and sewer, the facilities shall be adequate to serve the proposed development. Where proposed development will be served by facilities other than publicly owned community water and sewer, the facilities shall meet the requirements of and receive approval from the Maryland Department of the Environment/the Frederick County Health Department.*

Findings/Conclusions

1. **Private Well and Septic:** The existing residence is served by existing well and septic, current water and sewer classification is W-NPS/S-NPS. There will be no additional utility usage in conjunction with this expansion or the Phase 2 maintenance building.

Natural features §1-19-3.300.4 (D): *Natural features of the site have been evaluated and to the greatest extent practical maintained in a natural state and incorporated into the design of the development. Evaluation factors include topography, vegetation, sensitive resources, and natural hazards.*

Findings/Conclusions

1. **Topography:** The topography is mostly flat, with slopes significantly less than 15%. The site sits slightly higher than US 15.
2. **Vegetation:** The entire site was agricultural land and is cleared of any natural vegetation.
3. **Sensitive Resources:** There is a wetland area located along the southern boundary of the storage lot. Staff worked with the Applicant in order to shift the proposed storage spaces and eliminate any wetland disturbance. The Maryland Department of the Environment (MDE) has authorized the placement of grass swales within the wetland buffer. See Site Plan Note #21.
4. **Natural Hazards:** There are no natural hazards located on this site.

Common Areas §1-19-3.300.4 (E): *If the plan of development includes common areas and/or facilities, the Planning Commission as a condition of approval may review the ownership, use, and maintenance of such lands or property to ensure the preservation of such areas, property, and facilities for their intended purposes.*

Findings/Conclusions

1. **Proposed Common Area:** The site is a place of business used for the long /short term storage of recreational vehicles. There are no common areas proposed.

Other Applicable Regulations

Moderately Priced Dwelling Units – Chapter §1-6A: The proposed use is non-residential; therefore, MPDU's are not required.

Stormwater Management – Chapter §1-15.2: A stormwater concept/development plan has been submitted, reviewed and conditionally approved, see AP 14574.

APFO – Chapter §1-20:

1. **Schools.** Schools are not impacted because the development of the property is a non-residential use.
2. **Water/Sewer.** The Property has a water and sewer classification of No Planned Service (NPS) in the County's *Master Water and Sewer Plan*. The Project will be served by well and septic.
3. **Roads.** The Project will generate 13 pm weekday peak hour trips, which does not meet the requisite 50 peak hour trip threshold required for APFO testing. However, the Developer is required to provide fair share contributions to existing escrow accounts per Section 1-20-12(H).

In full satisfaction of APFO requirements to mitigate site-generated trips, the Developer shall pay into County-held escrow accounts the following pro rata contributions:

1. No. 3742: US 15 Median Re-construction at and in vicinity of Devilbiss Bridge Road: The estimated cost of this Improvement is \$3,000,000. As determined by DPDR-Traffic Engineering Staff, the Developer's proportionate share of this Road Improvement is 0.14%. Therefore, the Developer hereby agrees to pay \$4,200 to the escrow account for this Road Improvement.

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2. No. 3805: US 15 Northbound Accel Lane Extension at Devilbiss Bridge Road: The estimated cost of this improvement is \$38,706. As determined by DPDR-Traffic Engineering Staff, the Developer's proportionate share of this Road Improvement is 0.75%. Therefore, the Developer hereby agrees to pay \$290 to the escrow account for this Road Improvement.
3. No. 4050: US 15 Median Re-construction at Auburn Road and turn lane enhancements at Fish Hatchery Road: The estimated cost of this Improvement is \$500,000. As determined by DPDR-Traffic Engineering Staff, the Developer's proportionate share of this Road Improvement is 1.00%. Therefore, the Developer hereby agrees to pay \$5,000 to the escrow account for this Road Improvement.

Therefore, prior to signature approval of the site plan, the Developer hereby agrees to pay \$9,490 to the escrow accounts for these Road Improvements. Should these payments not be made within one year of the execution of this Letter, the County reserves the right to adjust this amount, based on an engineering cost index.

Forest Resource – Chapter §1-21: The Applicant has submitted a Combined Preliminary/Final FRO plan that has received approval. The site contains no forest. The Applicant is meeting the 1.51 acre afforestation requirement by planting 1.51 acres of new forest along the northern periphery of the site. The FRO easement must be recorded prior to applying for grading or building permits (whichever is applied for first).

Historic Preservation – Chapter §1-23: There are no historic resources on this property.

Summary of Agency Comments

Other Agency or Ordinance Requirements	Comment
Development Review Engineering (DRE):	Conditionally Approved
Development Review Planning:	Hold: Address all agency comments as the plan proceeds through to completion.
State Highway Administration (SHA):	N/A
Div. of Utilities and Solid Waste Mngt. (DUSWM):	N/A
Health Dept.	Conditionally Approved
Office of Life Safety	Approved
DPDR Traffic Engineering	Approved
Historic Preservation	N/A

RECOMMENDATION

Staff has no objection to conditional approval of the Site Development Plan and Adequate Public Facilities Ordinance LOU. If the Planning Commission conditionally approves the site plan, the site plan is valid for a period of three (3) years from the date of Planning Commission approval and will therefore expire on September 9, 2018. The APFO approval is valid for three (3) years from the date of Commission approval; therefore, the APFO approval expires on September 9, 2018.

Based upon the findings and conclusions as presented in the staff report the application meets or will meet all applicable zoning, APFO, and FRO requirements once the following conditions are met:

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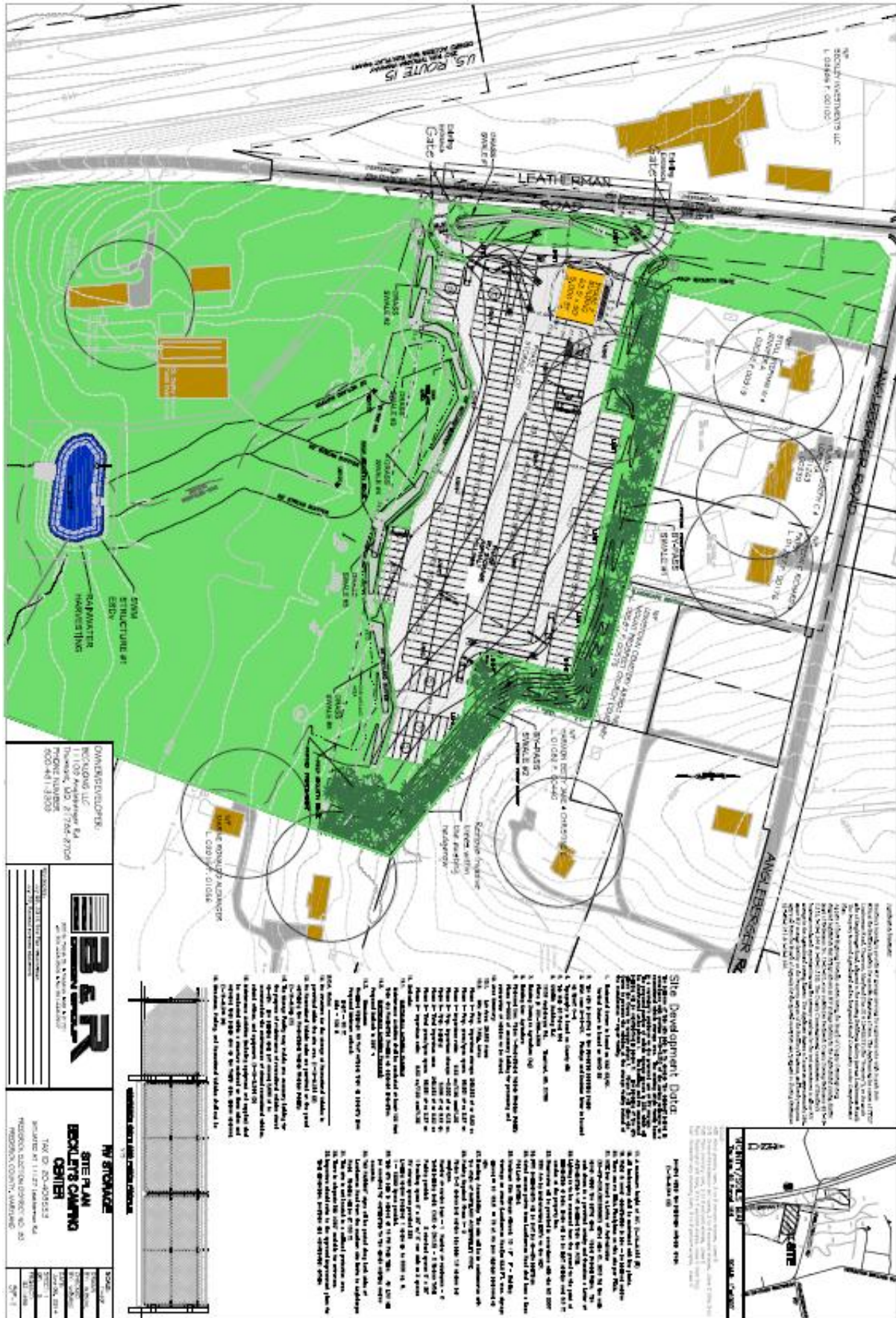
1. Address all agency comments as the plan proceeds through to completion.
2. Planning Commission approval of the Alternate Landscape Plan to allow street tree requirements to be met along the northern property boundary rather than adjacent to Leatherman Road and to allow for maximum RV maneuverability by not providing parking area plantings at the end of each parking bay.
3. Complete the requirements of the Beckley's Camping Center APFO LOU. .
4. Comply with the Board of Appeals findings and conditions as provided in Case No. B-14-07.

PLANNING COMMISSION ACTION

MOTION TO APPROVE

I move that the Planning Commission **APPROVE** Site Plan 95-33, AP 14573 **with conditions** as listed in the staff report **including APFO approval** for the proposed 229 space RV storage lot, based on the findings and conclusions of the staff report and the testimony, exhibits, and documentary evidence produced at the public meeting.

Exhibit #1: Site Plan Rendering



Beckley's Camping Center: RV Storage Expansion

September 9, 2015

Exhibit #2: Landscape Plan Justification



300 West Patrick St. • Frederick • Maryland • 21701 • Phone: (301) 668-0505 • Fax: (301) 668-0507

August 28, 2015

Mr. Tolson Desa
Planning and Permitting
32 N. Market St.
Frederick, MD. 21701

Subject: Beckley Camping Center – Proposed RV Storage Facility
Hanson No. 14573 B & R No. 02-149A

Dear Tolson:

The Owner is requesting that the Planning Commission approve an alternate landscaping plan for the project. The alternate design would transfer the requirement for street trees under section 1-19-6.400 (A) along Leatherman Road to the fifty foot buffer area located along the northerly property line. This alternate design allows the Owner to increase the density of plantings within this buffer/screening area for the adjacent residential units.

Based on previous Planning Commission approvals, we are requesting the ability to relocate the trees that may be required at the ends of certain parking areas to the buffer area. The trees create a conflict with the larger vehicles not only in the ability to maneuver but also with tree limbs over hanging the drive aisles.

The Owner is not requesting a reduction in the amount of plantings but relocating these plantings to the buffer/screening areas that adjoin the residential uses in accordance with section 1-19-6.400(I).

Thank you for your consideration of this request.

Sincerely,

A handwritten signature in blue ink, appearing to read 'William J. Brennan, Jr.', is written over a horizontal line. The signature is fluid and cursive.

William J. Brennan, Jr.
B & R Design Group



FREDERICK COUNTY GOVERNMENT
DIVISION OF PLANNING & PERMITTING

Jan H. Gardner
County Executive

Steven C. Horn, *Division Director*

ADEQUATE PUBLIC FACILITIES LETTER OF UNDERSTANDING

Beckley's Camping Center

Site Plan #SP 98-33 AP #14575

In General: The following Letter of Understanding ("Letter") between the Frederick County Planning Commission ("Commission") and Becklong, LLC (the "Developer"), together with its/their successors and assigns, sets forth the conditions and terms which the Commission deems to be the minimum necessary improvements dealing with school, water, sewer, and road improvements that must be in place for the property identified below to be developed, as proposed under the Beckley's Camping Center (RV Storage) Site Plan (the "Project"), in compliance with the Frederick County Adequate Public Facilities Ordinance ("APFO").

The Developer, its successors and assigns, hereby agrees and understands that unless the required improvements and contributions to road escrow accounts, as specified below) are provided in accordance with this Letter, APFO requirements will not be satisfied and development will not be permitted to proceed.

This Letter concerns itself with the Developer's proposal for RV storage in up to 229 parking spaces (Phase 1) and an up to 5,000 sq.ft. accessory repair building (Phase 2), on land which is zoned Agriculture (Ag), and located on the east side of Leatherman Road, just south of Angleberger Road (the "Property"). This APFO approval will be for the development of the Beckley's Camping Center, which was conditionally approved by the Commission on September 9, 2015.

Schools: Schools are not impacted because the development of the property is a non-residential use.

Water and Sewer: The Property has a water and sewer classification of No Planned Service (NPS) in the County's *Master Water and Sewer Plan*. The Project will be served by well and septic.

Road Improvements: The Project will generate 13 pm weekday peak hour trips, which does not meet the requisite 50 peak hour trip threshold required for APFO testing. However, the Developer is required to provide fair share contributions to existing escrow accounts per Section 1-20-12(H).

In full satisfaction of APFO requirements to mitigate site-generated trips, the Developer shall pay into County-held escrow accounts the following pro rata contributions:

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www.FrederickCountyMD.gov



FREDERICK COUNTY GOVERNMENT

DIVISION OF PLANNING & PERMITTING

Jan H. Gardner
County Executive

Steven C. Horn, Division Director

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Therefore, prior to signature approval of the site plan, the Developer hereby agrees to pay \$9,490 to the escrow accounts for these Road Improvements. Should these payments not be made within one year of the execution of this Letter, the County reserves the right to adjust this amount, based on an engineering cost index.

Period of Validity: The APFO approval is valid for three (3) years from the date of Commission approval; therefore, the APFO approval expires on September 9, 2018.

Disclaimer: This Letter pertains to APFO approval only, and shall not be construed to provide any express or implied rights to continue the development process. The Project remains subject to all applicable rules and regulations, including but not limited to those related to zoning, water and sewer, and subdivision. The Planning Commission's jurisdiction and authority is limited by State and County law, and approvals may be required from other local or state governmental agencies before the proposed development can proceed.

[Signatures Next Page]



FREDERICK COUNTY GOVERNMENT
DIVISION OF PLANNING & PERMITTING

Jan H. Gardner
County Executive

Steven C. Horn, Division Director

DEVELOPER:

By: _____

Kelly T. Shanholtzer

Date: _____

8/3/15

DEVELOPER:

By: _____

John Craig Beckley

Date: _____

8/4/15

FREDERICK COUNTY PLANNING COMMISSION:

By: _____

William Hopwood, Chair or Anthony Bruscia, Secretary

Date: _____

ATTEST:

By: _____

Gary Hessong, Director, Permits & Inspections

Date: _____

Planner's Initials / Date _____

(Approval as to technical sufficiency)

County Attorney's Office Initials / Date _____

(Approved as to legal form)

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